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Board Chairperson's Letter

On behalf of my colleagues on the Board of Education, I am pleased to submit the Fiscal Year 1977 Annual Report on the Board's and Department of Education's activities.

During 1976-77, the Board of Education stepped up its efforts to be accountable to the public and to fulfill its statutory responsibility to "support, serve and plan" education in the Commonwealth. The Board reviewed its ten educational goals in a special seminar and prepared "continuing objectives" to govern Department efforts over the next five years. During the year, the Board conducted its meetings in each region of the state to improve accessibility, communication and understanding. It held special meetings with the boards of directors of several education associations. In regular Board meetings,

time has been set aside specifically to hear from parents, students, teachers, committee members, superintendents and others. The role of the six regional education councils grew in importance as a means of seeking advice from many constituencies on policy decisions before the Board. Individual Board members have been accessible and have attended innumerable meetings to share ideas and to listen.

The accomplishments reflected in this Annual Report are the result of this attempt by the Board to lead and to be responsive. Our actions sometimes do not please one group or another. That is the nature of being responsible for deciding complex policy matters. But the Board cannot be faulted for debating issues and making decisions openly on issues publicly declared and after providing extensive opportunities for differing views to be heard. We will continue to follow this standard in the future for we earnestly believe that a public board should both lead and be accountable for its actions.

I was honored to succeed Mary Ann Hardenbergh of Boston as Chairperson in February 1977. She brought to the Chair extraordinary dedication and energy. The Board's accomplishments in 1976-77 were in large part due to Mrs. Hardenbergh's determination and sensitivity in seeking to improve public education in Massachusetts. Howard Greis of Holden joined the Board in 1976 replacing John Sullivan of Andover who completed ten years of distinguished service on the Board of Education. Julie Donahue of Wayland was succeeded by Richard Cohen of Marblehead, the sixth State Student Advisory Council Chairperson to serve as a full voting member of the Board.

I wish to express deepest gratitude to present and former members of the Board and to Commissioner Gregory R. Anrig and the Department of Education staff for the progress achieved in 1976-77.

Charles T. Grigsby
Chairperson
Board of Education

Commissioner's Letter

The Annual Report which follows describes actions by the Department of Education in 1976-77 to carry out the state Board of Education's goals and objectives for improving educational opportunities in the Commonwealth.

High priority has been given to expanding occupational education and to completing the implementation of Chapter 766. A program audit and assistance process has been developed to systematize the state monitoring responsibility while at the same time helping school districts to improve programs required by state law. Department-sponsored workshops have been greatly expanded to provide assistance to school officials on a broad range of administrative and programmatic matters. More than 22,000 school personnel participated in these workshops this year.

School districts found themselves in the crunch between rising school costs and reduced state aid in 1976-77. The Board of Education has stated its position that school finance reform is the top educational need in Massachusetts. It submitted a comprehensive school aid bill to the Legislature and will continue to work for its passage as a matter of highest priority.

Despite increasing responsibilities and curtailed budgets confronting education at the state and local levels, education in the Commonwealth has continued to progress. The accomplishments which are reflected in this Annual Report represent the earnest efforts of the Board, my colleagues in the Department of Education and local school officials across the state for which I am deeply grateful.

Gregory R. Anrig
Commissioner of Education

Introduction

The 1976-77 Annual Report of the Massachusetts Department of Education is organized under headings which outline a long-range state role in governance of public elementary, secondary and adult education. The following elements provided a framework for achieving Board of Education goals for public education in the Commonwealth of Massachusetts: educational program improvement, organizational capacity-building, equalization of educational opportunity, public accountability, interagency coordination and efficient agency management.

Each priority has been reported or acted upon in Board meetings during 1976-77 and written reports of progress, or the lack of it, have been submitted monthly to the Board. The following report summarizes where these objectives have been attained and where they have not.

Educational Program Improvement

The state role was to assure equal access to educational offerings for all students. To meet individual needs, the Department of Education promoted diversity in educational programs. The state educational agency also administered state and federal funds so that areas in need of improvement could be addressed and assisted in evaluating the quality and outcomes of educational programs.

Improved the education of special needs students

Assisted in program improvement. Corrected areas of non-compliance with Chapter 766. Identified programs worthy of replication in other districts.

The Program Audit and Assistance procedure, which was field-tested in 1975-76, was implemented in 39 school districts in FY-77. Fifty-six cities and towns with a total school enrollment of 201,896 students were served.

Expanded access to and improved the quality of special education services in the Boston Public Schools.

Department of Education staff were assigned to collaborate with Boston personnel to increase the number of special needs children evaluated and served and to develop third-party funding mechanisms. (e. g. Medicaid)

A special project was funded by the Division of Special Education to focus Department support for Boston's special needs programs. With assistance from the Department, Boston's special education offices were restructured and a master plan for special education was developed, received School Committee approval, and proceeded on schedule.

Boston's special education programs served 8,100 children by September, an increase of 2,000 children compared to the previous year. The backlog of 1,710 children awaiting core evaluations or reviews was eliminated by the beginning of the 1977-78 school year.

Increased the number of special needs students of secondary school age receiving occupational education services.

During FY 77, 8,723 special needs students were recipients of occupational education services in regular, special or late afternoon programs. It was felt that more special needs students should have programs during regular school hours rather than late afternoons.

Provided children in state institutions who had received inadequate educational services with individual educational programs.

One thousand children in the state institutions, for which the Department has responsibility, received full services as called for in their core evaluation plans. An additional 680 children received more than half the services specified in their educational plans. The Bureau of Institutional Schools population totaled only 1,680 due to students discharged or reaching age 22. The objective for these institutionalized children in FY 77 was exceeded due to reduction in the total population, improved contracting procedures, and a joint agreement with the Department of Mental Health (DMH) to assign certain DMH personnel to carry out educational plans as part of the MARC v. Dukakis court suit. It should be noted that 730 of these institutionalized children leave the state institution each day to receive their education in nearby school districts or educational collaboratives.

All but 20 children who reside in chronically ill units of the state hospitals and all 214 children in pediatric nursing homes received full educational services by September.

Provided core evaluations and educational services for youth in correctional institutions.

For the first time, the Board attempted to serve youth in correctional facilities. While its intention was correct, interviews with more than 500 inmates in five county houses of correction resulted in only 125 self-referrals. These 125 inmates received core evaluations and the remaining were helped to enroll in the General Educational Development program. All inmates, however, rejected educational services being delivered within the correctional facility. It was concluded that more about services for such persons needs to be learned before a realistic objective can be shaped to reach inmates under age 22 in the future.

A total of 265 youth placed with the Department of Youth Services did receive core evaluations and educational programs in FY 77. In contrast to imprisoned youth, those in DYS facilities were receptive to core evaluations and educational services while in custody.

Established pilot programs for the pre-school education of special needs children and for secondary school dropouts.

Pilot early childhood special needs programs were funded to serve an additional 610 children. On the secondary level 250 school dropouts received special needs services. In addition, a total of \$425,000 in Elementary and Secondary Education Act Title IV C funds were awarded for dropout prevention programs and an additional \$270,000 for innovative special education programs. Also, the Bureau of Media Services con-

ducted 78 workshops on instructional television for special needs students to over 1,000 participants.

Formed professional panels to develop guidelines for early childhood, elementary and secondary level programs.

Program guidelines for each level were developed and scheduled to be published for distribution. These guidelines are for elementary and secondary resource rooms, early childhood home and integrated programs, elementary and secondary reading programs, and secondary alternative programs. The Division of Special Education cooperated with the Massachusetts Association of Secondary School Principals in disseminating models for secondary level special needs programs.

Initiated a program evaluation system for private school monitoring and regulation.

The 766 interagency committee approved program evaluation guidelines for the monitoring, approval and evaluation of private schools serving special needs children. The Department implemented these guidelines fully in FY 77. Regional office staffs conducted 207 site visits to private schools, approved 9 new schools and reapproved 165 existing schools based on the new guidelines. A capacity was established for monitoring and approving the approximately 180 private schools operating in Massachusetts on a three year cycle (unless complaints warrant more frequent action).

Implemented the Policy on Occupational Education Adopted in 1976.

Increased enrollments in secondary occupational education programs by at least 14%, with special emphasis on minorities, handicapped, and female students.

Enrollments on the secondary level increased by 14% for total enrollments of 216,000 students. Including students enrolled in industrial arts programs, (federally classified) occupational educational enrollments in grades 7-12 amounted to 264,000 students.

The total number of non-white students in secondary, post-secondary and adult vocational programs was 20,573 and the enrollment of limited English-speaking students was 6,023.

Special emphasis was directed to underrepresented population groups. However, a major source of responsibility for racial and linguistic minority students remained in the domain of the Boston Public Schools. Linguistic minority students continued to be primarily enrolled at the pilot Occupational Resource Center on a segregated basis in less than quality facilities or programs.

Racial minorities were severely underrepresented within certain specific occupational

education programs (i.e., electrical) within the Boston Schools, as well as elsewhere within the Commonwealth. Much remained to be done in increasing occupational education enrollments of minority populations within, but not limited to, the major cities of the Commonwealth.

Enrollment of female students in occupational education programs was positive. However, enrollments by type of school and program indicated that females were primarily enrolled in "female programs" as historically defined — business and office occupations, health services, and personal service areas. Females were most underrepresented in trade, industry and technical programs.

Adult enrollments in occupational education increased by only 8,547 in FY 77. This category of students felt the effects of fiscal constraints at the local level and in the community college system.

Effort was made by the Division of Occupational Education, the Bureau of Equal Educational Opportunity, and the Department's Legal Office to improve occupational education in the Boston Public Schools. Career exploratory programs were instituted in all 26 middle schools serving approximately 12,000 students. Fifty-eight workshops were conducted to prepare administrators, teachers, coordinators and parents for this program. At the middle school level all students received career-related instruction not previously available to them and approximately half of the 26 schools generated support for the career exploratory programs.

A ninth grade exploratory program became operational in all of Boston's 10 district high schools serving a total of 2,200 students. 160 school personnel participated in workshops to prepare for this program. District core programs began to operate in all 10 district high schools and served an estimated 8,044 students this year.

The new FY 78 state plan for the federal Vocational Education Act approved by the Board in May 1977 committed all federal funds to new programs with 60% targeted for programs in urban schools. This urban commitment total will be \$6,860,400 compared to \$3,286,645 in Fiscal Year 1977.

In addition to funds under the Vocational Education Act, the Board approved over \$200 million in state aid for urban school construction over the past three years. These new facilities added more than 29,000 student stations for occupational education programs in urban school districts.

Increased access to vocational education for minorities, handicapped and female students.

Fifty-one vocational and county agricultural schools were required to submit an admission plan in FY 77 in response to the Chapter 622 analysis of their enrollment in 1975-76. Chapter 622 of the General Laws prohibits inequities in race, color, sex, or national origin. The aim of this plan was to compare enrollments with the racial, ethnic and sex composition of students in the school's service area, and to detail planned actions to bring enrollments into line with the nature of the service area. Forty-nine schools submitted plans; 37 of which were approved and 12 of which were scheduled for approval after technical assistance. Two remaining schools were expected to submit plans shortly or face enforcement action.

During FY 77, it became clear in reviewing these admissions plans that the Department would have to develop clear standards by which to judge and monitor vocational admissions practices. The Division of Occupational Education and the Bureau of Equal Educational Opportunity collaborated with the Legal Office to develop monitoring forms and standards for admissions plans for implementation in 1977-78. Admissions provisions in the revised Bulletin 326 and in the state plan for the Vocational Education Act were strengthened to be in conformance with Chapter 622 and appropriate federal laws.

Enrollment of special needs children in regional vocational technical high schools was emphasized. In FY 77, enrollments of special needs students in these schools reached 2,262 or 10% of their total enrollment.

In addition, 31 students from state institutions attended regional vocational technical high schools in FY 77 while still residing at the institution.

A series of regional workshops on guidance was conducted by each of the regional offices during FY 77 to promote increased access to all occupational and vocational programs consistent with Chapter 622.

A statewide conference on guidance/622/career options attracted 580 administrators, counselors and teachers. Two other units also conducted workshops. The Bureau of Media Services conducted 70 workshops for more than 1,000 school personnel on uses of instructional media in occupational education. The Bureau of Student Services conducted regional workshops on information access and occupational opportunities.

Complaints under 622 were resolved through negotiation and did not require litigation.

Strengthened guidance and information services to improve student decision making on careers.

The Massachusetts Occupational Information System (MOIS), a joint effort with the Executive Office of Economic Affairs and the Division of Employment Security, became operational on a pilot basis in a limited number of schools.

By September 1977, MOIS computer terminals were placed in the following cities, thereby making it possible to reach inexpensively 75% of the Commonwealth within a 20 mile radius of these terminal sites:

Boston	Worcester	Pittsfield
Andover	Springfield	
Brockton	Fitchburg	

Fifty-four high schools with a total enrollment of approximately 90,000 had access to MOIS services by September. Eight community colleges and 33 CETA (Comprehensive Education and Training Act) and adult centers also became part of the MOIS network.

In addition, the Massachusetts VIEW system of career guidance information was utilized by 200 secondary schools. This system complemented the MOIS data in terms of further aiding the student in making occupational decisions. A new Division of Occupational Education resource guide entitled Alternatives in Career Guidance — An Overview of Promising Programs and Practices — was published and made available to all counselors and other interested persons.

Six specialists in guidance were assigned to regional offices by the Division of Occupational Education. They were active in disseminating guidance materials, conducting workshops, and working with guidance sub-committees of the regional education councils. Discussions with large numbers of school personnel, students, parents and employers focused on future directions for guidance services in the Commonwealth.

Provided youths and adults with more diversified educational and occupational options.

The Board of Education approved new regulations for Chapter 74 at its June 1977 meeting. These new regulations substantially revised the so-called Bulletin 326 governing state aid to vocational education. They represented a long, controversial effort to legally interpret Chapter 74 and to make the regulations consistent with other state and federal laws. The Board conducted public hearings and Department staff met with interested groups during FY 77. These regulations provided the most flexibility legally permissible within the strictures of Chapter 74 and consistent with the Board's Policy on Occupational Education.

In May 1977, the FY 78 state plan for vocational Education was approved by the Board of Education. For the first time, the document was consistent both with federal law and with Board policy and priorities. It received the approval of the new planning committee required by the Vocational Education Amendments of 1976 and was closely coordinated with related planning of the state Executive Office of Economic Affairs.

Improved the relationship between occupational education programs and labor market information.

The Massachusetts Occupational Information Coordinating Committee, representing four agencies, was formed to improve the accuracy, organization and dissemination of labor market information in Massachusetts. In FY 77, the committee sponsored two statewide occupational supply analyses (Northeastern University,

University of Lowell), a labor market analysis for the Worcester area (Boston University continuation study), a study of 26 growth occupations in the Boston area (Northeastern University), and a follow-up of past CETA participants (26 prime sponsors).

In cooperation with the Department of Commerce and Development, the Division of Occupational Education designated a professional and clerical position in each regional office to participate in a Skills Bank Network. The goals of the network were to help employers find existing occupational education programs in secondary and postsecondary schools which prepare students for the employer's area of need. The Commissioner also participated on Secretary Howard N. Smith's Task Force on improving the Division of Employment Security.

Integrated occupational education with the overall curriculum and instructional process.

For new occupational education programs in general high schools, \$4.5 million, or 83% of FY 77 grant approvals, were designated. A comparison of program grant awards under the Vocational Education Act from FY 73 to FY 76 indicates that funding for general high schools increased to 83% and funding for regional vocational and trade schools decreased to 17%, a change of 24.4% in both categories. An additional 7,725 students in general high schools were enrolled in occupational education in FY 77.

In addition to Vocational Education Act funds, \$445,000 in Title I B and \$427,000 in Title IV C of the Elementary and Secondary Education Act were awarded for occupational education programs in general high schools during FY 77.

A program and fiscal audit of several statewide occupational education projects which had been funded for a number of years resulted in termination of all but three of the projects in FY 77. These continuing projects were redirected and monitored.

A joint policy on occupational education was recommended by a subcommittee of board members and approved by the Board of Regional Community Colleges and the Board of Education in FY 77. This was the first joint policy which the Board of Education had entered into with another governing board. It staked out areas of common agreement in terms of future directions for occupational education in community colleges and in terms of areas for collaboration between the two boards. Such joint consultation was urged by Congress in the Vocational Education Amendments of 1976 and puts Massachusetts ahead of most states in setting common objectives.

Improved the arts in education

Thirteen workshops were conducted by the Division of Curriculum and Instruction to promote the arts in education. For the first time, the annual arts and humanities conference was conducted in two regional locations. Three seminars on the arts were held in cooperation with school committees in the Salem, Agawam, and Concord areas for about 150 participants. In addition, the Bureau of Media Services conducted 10 workshops in the arts for over 200 school personnel, and Project ERR (Education Renewal and Recycle) in the Southeast Regional Office conducted a major workshop on the integrated arts for more than 300 participants. The Department also was represented on the review board for the artists-in-residence program of the Massachusetts Foundation for the Arts and Humanities.

Twenty-five cultural institutions received funding under Chapter 636 totaling \$493,753 for programs with schools in the Boston and Springfield areas serving approximately 30,000 students. Fourteen cultural institutions were involved in urban/suburban magnet programs serving 2,200 students in the Boston metropolitan area. For innovative arts in education programs \$442,877 in Title IV C Elementary and Secondary Education Act grants were awarded. Five grants of federal special education funds were awarded for involvement of special needs children in arts in education experiences.

The Board of Education adopted a resolution of support for the Cultural Education Collaborative

which aided in receipt by the collaborative of a major grant for school services from the National Endowment for the Humanities. It also continued to be represented in the Coalition of the States for the Arts in Education, sponsored by the JDR III Fund, which promotes sharing among states of efforts in the arts. The Board's policy statement, Arts in Education: A Position Statement and Proposed Action, was published in FY 77 and distributed widely. A directory of cultural institutions and their services for schools was printed and distributed in June.

Improved the evaluation of educational quality and outcomes.

Nineteen school districts were assisted in implementing local assessment programs. Four school districts in the Central Massachusetts region jointly planned to use the state educational assessment program, and one school district replicated the state writing assessment in FY 77.

One regional workshop was conducted in FY 77 for 90 English teachers in the Central Massachusetts area as an outgrowth of the assessment findings on writing skills. With the appointment of the new director of Research and Assessment in March, it was decided to focus his efforts on the FY 77 educational assessment testing. Training was given to six assessment coordinators in the regional offices to conduct dissemination and training activities in FY 78. Plans were also made with the Massachusetts Council of Teachers of English for assessment follow-up conferences in 1977-78 at each of the regional centers.

The Division of Occupational Education developed a program audit capacity for FY 78 which it field tested in six districts in FY 77. The Bureau of Equal Educational Opportunity developed a program audit and assistance process for Chapter 622 and field tested it in five school districts (Lynn, Revere, Fall River, Hudson and Westfield). During a three-day site visit, 622 teams visited all schools in each system. Both the division and the bureau utilized some of the 766 Program Audit and Assistance procedures developed by the Division of Special Education.

Organizational Capacity-Building

To strengthen local school district governance and operations the state Department of Education promoted structures and services which increased the local capacity to educate the Commonwealth's children and adults. Town, city and regional school districts were key agents in carrying out the state responsibility. As such, they were held accountable for meeting state standards and laws.

Assisted and strengthened local governance.

Workshops for school committee members were conducted by the Department twice in each of the six regions. Over 400 school committee members participated in the twelve workshops. Subject matter for each workshop was based on a needs survey conducted under supervision of the regional education councils. Most frequent topics requested by school committee members were "personnel evaluation" and "budget development."

Initiated a staff development effort with the aim of establishing in each region, over the next two years, a resource center for inservice education.

An ad hoc committee on in-service education was formed by the Commissioner in collaboration with State College Chancellor James Hammond. A proposed design for a "Commonwealth In-Service Institute" was developed and presented to the Board in May.

Each of the six regional centers conducted workshops for school personnel, students and parents in FY 77. Collaborative relationships for in-service education were established between individual centers and North Adams State College, University of Massachusetts, Lesley College, Westfield State College, Bridgewater State College, Worcester State College, Framingham State College, Salem State College, and Fitchburg State College. A total of 22,659 people participated in Department-sponsored in-service education workshops in FY 77 conducted through the six regional education centers.

Expanded school management services initiated in 1975-76 for the Annual School Report on which state aid reimbursement is made.

As a result of school management workshops conducted last spring, 1975-76 End-Of-Year Reports were received from all school districts earlier than ever before during the August-September period. This permitted on-time and accurate certification of Cherry Sheet data for school aid by the Department of Corporations

and Taxations in FY 77. The Cherry Sheet is an annual estimate of local school aid.

A total of 16 school management workshops were conducted in FY 77, six on special education fiscal guidelines and 10 on the End-Of-Year Report. Approximately 2,300 administrators and other school personnel participated in these workshops. An additional 12 walk-in workshops were scheduled during the month of June to aid school administrators with the 1976-77 End-Of-Year Report. Regional specialists were trained to provide assistance with this report in each regional education center.

Ten school districts utilized a self-appraisal guide for transportation services developed by the Bureau of School Management Services and received assistance to improve their transportation practices.

Thirty-six school districts received assistance in improving their claims for special education reimbursement, with particular emphasis on pupil accounting and reporting. In Boston, for instance, this resulted in eligibility for an additional \$8 million in state aid to which the district was entitled but otherwise would not have been able to accurately document. Seventeen of the 36 school districts received assistance in other areas of state aid entitlement, but heaviest emphasis was directed to special education budgeting and accounting due to the problems encountered in the districts involved.

Assisted school districts in exploring school district organization options in accordance with the two-year plan adopted by the Board in June, 1976.

Department staff met with representatives of 80 school districts in FY 77 to explore school districting options. One hundred eighty school districts were provided with long-range organizational options and two general meetings were conducted for officials from 45 school districts. Declining enrollments and increasing school tax rates encouraged discussion of options, but underfunding of regional school aid seriously undercut these efforts.

Two partially regionalized school districts (Athol-Royalston and Narragansett) extended into K-12 regions, and four school systems regional vocational-technical district.

(Dedham, Milton, Natick and Wellesely) voted to establish a new regional vocational-technical district.

Recommended for Board consideration a policy on the role and future direction of educational collaboratives.

After involvement of regional education councils and educational associations, a policy on educational collaboratives was proposed and approved by the Board in May. This policy provided state direction and definition for the new role educational collaboratives provide for education in Massachusetts.

Prepared regulations and standards in accordance with the new School Building Assistance law.

Regulations for administering the new School Building Assistance Act, including program and cost standards for the first time, were developed and approved by the Board in March. Comprehensive but concise, these regulations provided effective guidance for future school construction in the Commonwealth with emphasis on cost controls. Passage of the School Building Assistance Act in FY 77 resulted from cooperation between the Joint Education Committee of the Legislature and the Department of Education.

Established a statewide dissemination system.

A \$100,000 grant from the National Institute for Education was awarded to the Department of Education in FY 77. Organizational work began to develop a dissemination network. Regional and state advisory panels were formed, and a consumer's guide to Massachusetts information sources was printed for fall distribution.

Equalization of Educational Opportunity

The state role was to assure that constitutional and legislative requirements for public elementary, secondary and adult education were met. In addition, the state was responsible for seeing that education is financed equitably and for providing leadership to promote equal educational opportunities in the Commonwealth.

Continued to participate in all federal court proceedings regarding school desegregation in Boston.

The Board was effectively represented in all proceedings on Boston before Federal District Court Judge W. Arthur Garrity, Jr. Positions were taken on (1) desegregation of administrative staffs, (2) creation of a school security department, (3) opposition to the city's efforts to delay an occupational resource center construction, (4) agreed stipulations on school construction, (5) analysis of the school department budget and its effects on desegregation, (6) creation of a Department of Implementation, (7) desegregation of East Boston schools, (8) receivership of South Boston High School, (9) school closings, and (10) Phase III of the court ordered desegregation plan.

Nine million dollars in Chapter 636 funds were awarded in FY 77 to aid in school desegregation. These funds provide programs affecting almost 87,000 students in 290 schools in 24 Massachusetts communities. Six of these communities (Cambridge, Fall River, Medford, Lawrence, Worcester, and Holyoke) were helped to reduce racial and ethnic isolation in schools. The intent was to avoid for them the major desegregation plans which were required in Boston, Springfield, and New Bedford.

The effects of Board and judicial intervention in the desegregation of Massachusetts public schools can best be summarized by the following figures. In 1970-71, 30% of the non-white students in Massachusetts attended schools which were more than 80% non-white. In 1976-77, this figure has dropped to less than 2%. The number of schools with more than 80% non-white enrollments has dropped from 42 to 5 in the same period. The proportion of non-white students attending desegregated schools (30-70% non-white) rose from 17% to 49%, and the number of schools in this range increased from 49 to 153. Using the "racial balance" criteria (30-50% non-white), the proportion of students attending "balanced" schools increased from 7% to 27%, and the number of schools increased from 26 to 99. All of this took place between 1970-71 and 1976-77, a period in which the total number of non-white children in Massachusetts schools increased by 10,000 students.

Continued to encourage and financially support urban-suburban cooperative programs which provide integrated educational opportunities and for university pairings and magnet schools in Boston and other cities.

Three thousand, fifteen students from 15 suburban and urban communities participated in state-supported urban/suburban magnet programs in FY 77. In addition, 3,071 Boston and Springfield children attended school in 42 suburban communities under the METCO program (which celebrated its 10th anniversary in FY 77). Twenty-three colleges and universities paired with Boston schools received \$1.2 million in Chapter 636 funds plus \$1.3 million to the paired schools to carry out joint projects. Chapter 636 funds helped fund 33 magnet schools in four cities with 19,000 students participating, and 10 intra-city magnet programs serving 6,000 students in 7 cities during FY 77. In addition, school programs with 25 cultural institutions were supported under Chapter 636. Two state-funded publications were distributed in FY 77 in support of magnet programs — Parents Guide to Magnet Schools and Schools and Programs of Choice.

Submitted a comprehensive school finance reform bill as part of the Board's 1977 legislative package.

A revised school finance reform proposal was presented to the Board and reviewed in a special Board seminar. The Board approved submission of the bill to the legislature. It was then referred to the Special Legislative Commission on Unequal Educational Opportunity. The Commissioner and Executive Deputy Commissioner participated on the Special Legislative Commission and the Governor's Task Force on Local Aid. Collaboration on school aid reform continued with the League of Cities and Towns and the Massachusetts Taxpayers Foundation along with the several education associations.

In addition, the Commonwealth received a federal grant of \$340,000 for school finance studies by the Executive Office of Administration and Finance, Executive Office of Educational Affairs, and Department of Education.

Public Accountability

The state role was to promote public awareness, understanding and involvement in education. Public support of education carried with it an obligation for accountability in a systematic and understandable manner and responsiveness on the part of school personnel to public interest in education.

Considered policy options on minimum standards for high school graduation in Massachusetts.

The Statewide Policy Committee on High School Graduation Requirements was formed to include school administrators, teachers, parents, students, school committee members, employers and Department staff. Two progress reports were made to the Board in FY 77. In June, the Board received a comprehensive preliminary report which was scheduled to be the subject of a series of public forums in the fall on essential competencies for high school graduation. The Board also approved having the 1977-78 State Educational Assessment Program direct some of its resources to initial development of test instruments for these essential competencies.

Tested and reported publicly on student performance in science, ecology, consumer education, bilingual education, and school climate.

The Board received at its June meeting the findings of 1976-77 assessments in science and ecology, consumer education, bilingual education (preliminary) and school climate. Publication of these findings was scheduled to be distributed statewide by September. The Board also approved the Phase IV (1977-78) state Educational Assessment Program which, for the first time, repeated the assessment of areas first tested in 1974-75 to identify what changes in student performance took place.

With an initial focus on Chapter 766, implemented a departmental system of complaint management to receive, investigate and report on complaints from the public regarding non-compliance with state or federal laws and regulations.

A complaint management system was field-tested in the Northeast, Greater Boston and Southeast Regional Education Centers and implemented in all six centers. The average number of special education complaints received monthly was 102. Special education complaints received in 1976-77 resulted in five completed investigations (Boston, District III, Dorchester-Lee Mini School, Lawrence, Bourne, Minuteman Regional Vocational Technical High School). Complaints regarding bilingual education resulted in four investigations.

Guidelines for complaint management and team investigations, and a resource/training manual were in final stages of preparation.

Developed further departmental procedures and skills in adjudicating parent appeals of educational plans under Chapter 766.

Parents of special needs children appealed 365 educational plans in FY 77 (up to May 30, 1977). One hundred forty of these cases were satisfactorily resolved by the Bureau of Special Education Appeals through mediation, 115 by decision of the hearing officer, and 14 by mediated agreement during the course of hearings. A hearings manual and a mediation manual were developed for bureau, school district and public use. Extensive training materials were developed for use by school and parent groups. Written policies were developed for dealing with postponements, compliance with written decisions, reconsideration of decisions, decisions without a hearing, and prehearing procedural matters. In collaboration with the Office for Children, a video-tape dramatizing a hearing and a mediation session was prepared for public and staff training. Bureau of Special Education Appeals staff developed their own continuing in-service education program to assure communication and consistency of standards.

Since 1974, 46 special education decisions by the Bureau of Special Education Appeals were appealed to the courts, 28 cases in FY 77. Six of the cases were dismissed three were heard. Of the three, two were decided in favor of the Department and one was reported to the Appeals Court.

Analyzed and published data available to the Department for public information.

The following information reports were published and distributed in FY 77:

Study of Declining Test Scores in Massachusetts
Facts About Education in the Commonwealth
Distribution of High School Graduates, Class of 1975
List of School Committee Chairpersons
Teacher Salary Schedules

Information on high school curriculum offerings was compiled for publication in FY 78.

Assured involvement of regional education councils in advising the Board and in overseeing regional education center operations in a manner consistent with the Board policy on councils.

Regional education councils submitted written advice to the Board on the following issues in FY 77:

certification, minimum standards, Chapter 74 regulations revision, policy on educational collaboratives, joint policy on occupational education with Board of Regional Community Colleges, school breakfast policy, FY 79 budget priorities, review of 622 regulations, legislation, assessment and school committee workshops.

Regional Education Councils submitted comprehensive annual reports on center operations which were reviewed by the Board last fall. A meeting of regional education council chairpersons with the Board Chairman and Commissioner was initiated in FY 77. For the second year, an annual meeting of the Board and all regional education council members was conducted. The Deputy Commissioners also visited each regional education council twice during FY 77 to promote better and more direct communication with the Department.

Interagency Coordination

The state role was to coordinate educational policies and services with other state and federal policies and services affecting children and families. The state educational agency made an effort to collaborate with other state agencies, particularly in special and occupational education.

Promoted coordination between the Department and human services agencies and between state and local agencies involved in special education.

The 766 inter-agency committee met on a weekly basis throughout FY-77 to act upon the following matters:

- position paper on "grandfathered" children in human services agencies
- inter-agency agreement on cost sharing
- guidelines for residential programs
- Governor's Task Force on 766
- coordinated education/human services budget timetable
- procedures for joint monitoring and evaluation of private programs

licensing of day treatment services, private day programs, day care centers

In addition periodic meetings were held by the Commissioner and Associate Commissioner of Special Education with the Human Services Secretary, and with the Mental Health Commissioner with regards to the erosion of human services programs for special needs children, and the coordination of educational services for children in state institutions.

In cooperation with the Department of Human Services, tested multi-purpose collaboratives in FY 77 to see if this mechanism can improve services to special needs children and adults.

The Division of Special Education completed negotiations for pilot testing multi-purpose collaboratives in five areas of the state. The Secretary of Human Services funded planning grants for an additional five areas. The aim of these collaboratives was to provide easier access to and better coordination among the various public and private services available to help special needs children and their families with educational and social assistance.

Developed regional plans for early childhood educational services and for children with low incidence handicaps.

A survey of children with low incidence handicaps was completed in FY 77 and the numbers, location and needs of these children were identified. Available resources were reviewed for their capacity to serve these children.

Participated on the Governor's Task Force on Local Aid and on the Special Legislative Commission on Unequal Educational Opportunity.

The Commissioner and Executive Deputy Commissioner participated actively on the Governor's Task Force and the Special Commission. The Governor's Task Force resulted in a report to the Governor supportive of the Board's position on school finance reform. The Special Commission also was supportive of this position and of future directions for Chapter 766.

Efficient Agency Management

Leadership was provided for public elementary, secondary and adult education. In administering state and federal laws, the state Department of Education emphasized efficiency and assistance as well as regulation and monitoring.

Completed an evaluation by the end of FY 77 to determine the degree to which the Board's objectives for regionalization have been achieved after three years.

In this third year of implementing the Board's decision to regionalize Department services, two evaluations were completed. One analyzed

the reactions of those in school districts that are served by the six regional education centers. The second analyzed the reactions of Department staff assigned or reassigned to the six regional centers.

The "external" evaluation revealed that school districts have been able to make greater use of a wider variety of Department services since regionalization. At least two-thirds of those using these services were satisfied with them, with over 75% of several categories of key school district personnel reporting satisfaction with the most important Department services. Well over a majority of school district personnel found Department assistance more accessible than had been true before regionalization.

Department staff in regional offices felt their expectations for regionalization had been met and 86% felt there has been substantial improvement in Department services to school districts as a result of regionalization. Sixty-five percent reported greater job satisfaction under regionalization (and an additional 21% reported they were equally satisfied by central and regional assignments).

Audited school districts in the areas of special, occupational, and bilingual education.

One hundred thirty school districts and eight educational collaboratives were audited in FY 77. As a result of these audits, total reported special education expenditures for 1974-75 were reduced by approximately \$11 million, with an additional \$2.6 million disallowed for state education aid. In addition, audit exceptions in 97 districts with excessive special education claims resulted in a reduction of \$4.9 million in special education reimbursements which were therefore available for Chapter 70 distribution. The Department's strengthened audit effort over the past two years resulted in savings either to the local aid account or to the state of the following amounts.

Special Education	\$12.6 million
Supportive Services	\$ 2.6 million
Occupational Education	\$ 2.8 million
Transportation	\$ 5.7 million

Revamped, consolidated and simplified Department local aid reporting forms to improve fiscal reporting and aid calculations.

The End-Of-Year Report, on which all school aid is based, was completely revised in FY 77 under contract with Peat, Marwick and Mitchell and in close collaboration with local school officials. The volume of the report was reduced almost one-third as the result of elimination of duplicated or unnecessary data. The new form was implemented in two stages (1976-77, 1977-78) to allow for planned changes in local data collection. Reactions from local school officials were highly enthusiastic because of the consolidation and simplification of this key reporting document.

Ten regional workshops were conducted for school personnel who complete the new End-Of-Year Report and were attended by more than 1,500 participants. Specialists in each regional education center were trained to provide direct assistance to requesting school districts.

Recommended a bill to the Board for its 1977 legislative package which significantly revises the school transportation formula to provide incentives for efficiency.

A comprehensive bill to restructure school transportation aid was developed in collaboration with the Executive Office of Transportation and the Executive Office of Administration and Finance. After careful deliberation, the Board voted not to submit the bill to the Legislature in view of the fact that overall school aid was declining and this was not the appropriate time to propose reductions in transportation aid.

Reached a decision on joining the state college computer network and implemented the transition by the end of the fiscal year.

It was decided to close down to Department's computer and contract with the Massachusetts State College Computer Network (MSCCN). Local aid programs were transferred to the new system and other data programs were being translated onto MSCCN tapes. It was hoped this move

will increase computerized data capacity at less long-term cost than would be the case if the Department continued to operate its own computer.

Completed a policy review by the Board on recommendations of its Commission on the Certification of Educational Personnel.

The Board's Commission on Certification of Educational Personnel recommended that Chapter 847 not be implemented until adequate appropriations were provided by the Legislature. With appointment of a new director of Teacher Certification and Placement, the commission initiated a review of interim steps for Chapter 847. Several working papers were prepared suggesting such steps and an amendment has been introduced for Chapter 847 which would permit partial implementation for those performance criteria which would not have an impact upon local costs. The Board has concurred in this direction, pending adequate appropriations for full implementation of Chapter 847.

Conducted an administrative review of program directions for Title I of the Elementary and Secondary Education Act.

Meetings were conducted with the State Title I Parent Advisory Council, with the Council of Administrators of Compensatory Education and with officials of the U.S. Office of Education to explore the feasibility of greater emphasis on secondary level compensatory programs in the future. Almost \$1 million in Title I B Elementary and Secondary Education Act funds were awarded in FY 77 to pilot, for the first time, secondary level compensatory programs, including 35 projects with an emphasis on occupational preparation. Federal officials indicated that the state has only limited authority under Title I regulations to redirect funding. With the shift in higher enrollments to the high school grades in Massachusetts, however, such redirection appeared appropriate through persuasion rather than regulation.

Special FY 77 Tasks

Each year important tasks arise which have not been included or anticipated at the beginning of the year. The scope and demands of these tasks for FY 77 are briefly summarized.

Each year tasks arise which have not been included or anticipated in the Commissioner's Operational Plan.

The Board and Department in FY 77 discovered apparent irregularities in the award of certain vocational education grants. Immediate steps were taken to initiate a comprehensive audit, to recover the funds, to ask the Attorney General to conduct an investigation, and to provide information to the public about the problem. Throughout FY 77, the Department cooperated fully with the Attorney General's staff and the State Office of Investigation. At the Department's request, a comprehensive fiscal audit of vocational education was initiated by the Department of Health, Education and Welfare and full cooperation was extended to this federal audit team.

With the assistance of Touche Ross, Inc., certified public accountants, Department administrative procedures for all grants were reviewed and appropriate changes made in state and local requirements for grants administration. All discretionary grants now require Board approval for all categories of funding throughout the Department.

The Board reviewed and modified its policy on school breakfasts.

The Board conducted a planning seminar in November and developed a set of continuing objectives as part of the long-range plan for elementary and secondary education recommended by the Governor's Management Task Force.

The central offices of the Department of Education were moved to new quarters in May.

The first state employees collective bargaining contract was implemented in FY 77. All managers received training to carry out the contract and all requirements have been fulfilled effectively in FY 77.

Federal program audits of special education and Title I ESEA were conducted in FY 77 with very positive findings.

The following appointments were made:

Associate Commissioner for School Facilities
& Related Services

Associate Commissioner for Occupational
Education

Associate Commissioner for Administration
& Personnel

Procedures and criteria for contracting for METCO students were completely revised, based on the actual current costs incurred by participating suburban school districts for METCO students.

Assistance was provided to the Cronin and McCormack Commissions in Boston and to the court-ordered review of the Boston School Department FY 77 Budget.

The Department participated on the Governor's Task Force on Chapter 766.

The Board settled a landmark suit in the Berkshire Hills case against another state agency regarding tuition payment for state awards.

The Board and Department spent time and effort responding to efforts of certain vocational education associations to resist the Board's policy direction for occupational education in Massachusetts.



The Board took positions in support of or opposed to 250 education bills before the 1977 session of the Legislature.

Regulations were adopted on the following:

School Census

Certification of Instructors of Young Children with Special Needs

Licensed Private Business, Trade and Correspondence School Tuition Assistance

School Building Assistance

Chapter 74 (Bulletin 326)

These regulations were reviewed: Chapter 622, Student Records, Physical Education.

A visit to Washington, D. C. was sponsored regarding special education funding by a delegation representing school committees, superintendents, teachers, the Joint Education Committee, and the Special Commission on Unequal Educational Opportunity in February.

Significant progress was made on recommendations of the Governor's Management Task Force.

Regular 1976-77 Board meetings were conducted in all six regions of the state, to which area school officials and regional education council members were invited.

